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ABSTRACT

In this publication the programs described serve local school districts, neglected and delinquent children in state institutions, schools for the handicapped, and the children of migratory agricultural workers and migratory fishermen. Most Title I programs were operated in elementary schools. Reading, mathematics, and language arts were the most frequently offered instructional services and guidance counseling the most frequently offered supportive service. Wisconsin Title I programs placed more emphasis on preschool and kindergarten, cultural enrichment, and mathematics and less emphasis on supportive services and special education than other Title I programs across the country. The statewide evaluation of Title I projects indicated that with few exceptions, children made a month gain or more for each month of instruction in reading achievement. This standard has come under criticism because it is based on grade equivalent scores and because it fails to indicate whether Title I students are getting closer to their expected level of achievement. (Author/AM)

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Overview Of E.S.E.A. Title I Projects In Wisconsin

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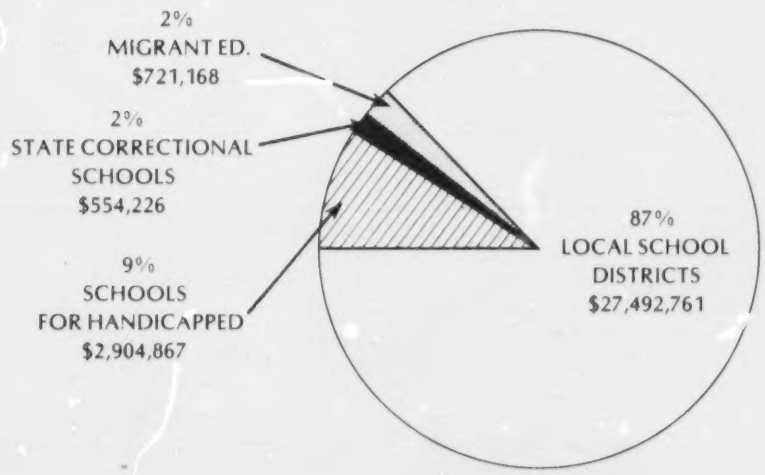
Preface

Title I of the Elementary and Secondary Education Act—the largest federal aid to education program—has funded compensatory educational services for Wisconsin school children for twelve years. Most Title I students are public or private school children residing in public school districts with concentrations of low-income families. Others are in state schools for neglected, delinquent, or handicapped children or are the children of migrant laborers in Wisconsin. All are educationally deprived—requiring special assistance to reach educational achievement levels appropriate for their ages.

This publication presents an overview of the various Title I programs offered in Wisconsin during 1976. All of the programs supplemented the services which Title I children received from the schools primarily responsible for their education.

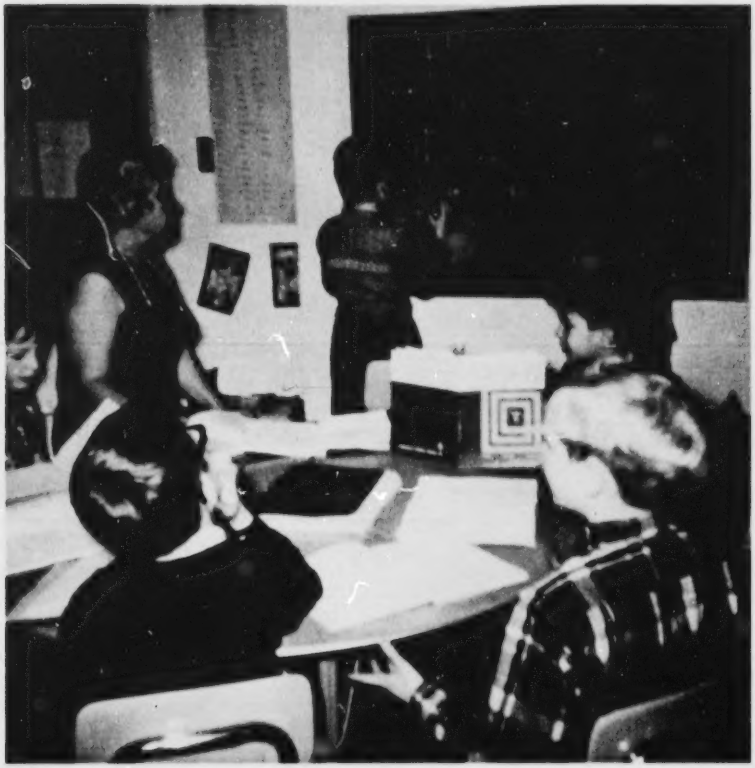
Readers interested in additional information about Wisconsin Title I programs are invited to contact the Wisconsin Department of Public Instruction Title I office.

FIGURE 1
WISCONSIN TITLE I ALLOCATION, 1976
$31,673,022



Title I Programs In Local School Districts

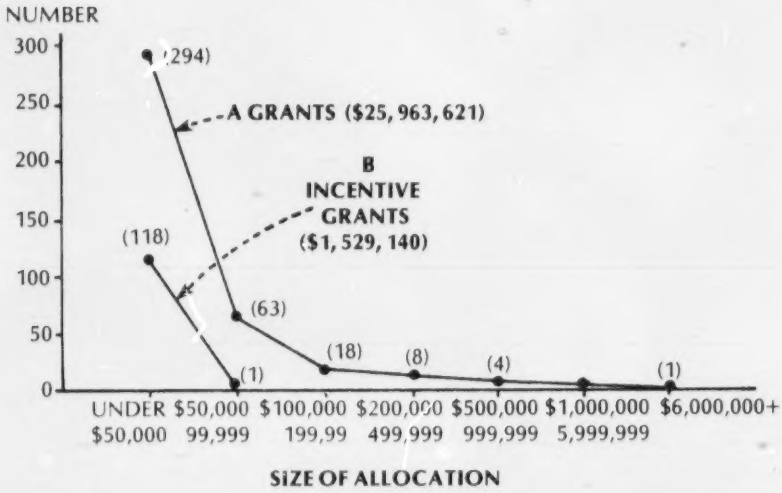
"In recognition of the special educational needs of children of low-income families and the impact that concentrations of low-income families have on the ability of local agencies to support adequate educational programs, the Congress hereby declares it to be the policy of the United States to provide financial assistance. . ., to local educational agencies serving areas with a concentration of children from low-income families to expand and improve their educational programs by various means, . . . , which contribute particularly to meeting the special educational needs of educationally deprived children."[1]



Funding

Wisconsin, which had 1.5 percent of the low income, foster, neglected and delinquent children counted in allocating funds to local school districts, received 1.7 percent of the 1.6 billion dollars allocated to the nation's schools in 1976. Two types of Title I grants were given to Wisconsin schools in 1976: Part A grants and Part B incentive grants. The Part A grants, which were given to all Wisconsin Title I school districts, totaled $25,963,621 and ranged from $1,838 to $6,569,997. The size of a school district's A grant depends upon the number of low-income, foster, neglected and delinquent children residing in the school district. Since most Wisconsin school districts do not have large numbers of these children (45 percent of the districts had less than 11 percent low-income families in 1976), few receive large Title I allocations. Ninety percent of the A grants to Wisconsin school districts were less than $100,000 in 1976.

FIGURE 2
NUMBER OF WISCONSIN SCHOOL DISTRICTS BY SIZE OF TITLE I ALLOCATION IN 1976
(N=388)

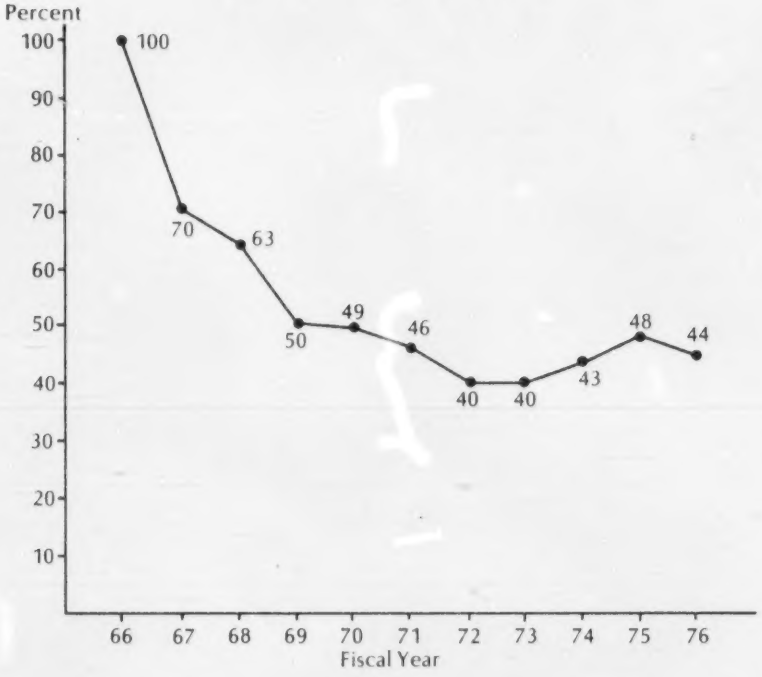


A third of the school districts also received Part B incentive grants which are for high effort states (those in which the ratio of non-federal educational expenditures to personal income is high). Wisconsin districts having a required levy rate above the state average, receiving more than 40% of shared cost from state aids, and having an equalized valuation behind each

child less than the state average were eligible for B incentive grants. The B grants totaled $1,529,140 and ranged from $1,258 to $52,301. B incentive grants represented a smaller share of Wisconsin's Title I allocation than they did nationally. Although B incentive grants were 17 percent of the national Title I allocation, only 6 percent of Wisconsin's Title I allocation was in the form of B incentive grants.[2]

The total Title I allocation ($27,492,761) was the largest received for Wisconsin school districts. However, as in previous years, the total allocation was less than half of what school districts would have received had Congress authorized the maximum amount provided in the legislative formula.

FIGURE 3
PERCENTAGE OF MAXIMUM ALLOCATION AUTHORIZED FOR WISCONSIN SCHOOL DISTRICTS FISCAL YEARS 1966-1976 INCLUSIVE

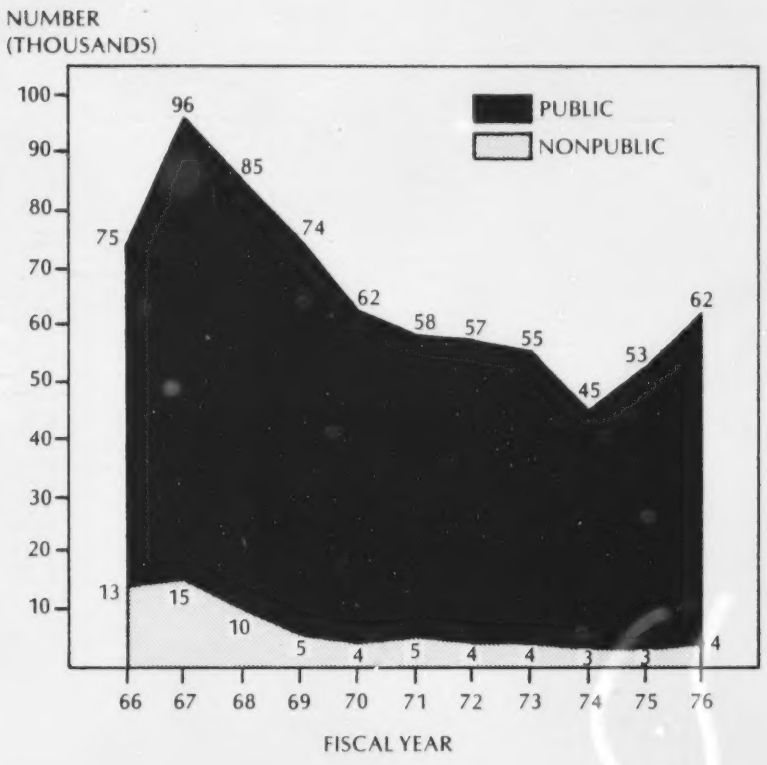


Scope Of Participation

The National Institute of Education has reported that 90 percent of the nation's school districts received Title I funds in 1976.[3] The proportion in

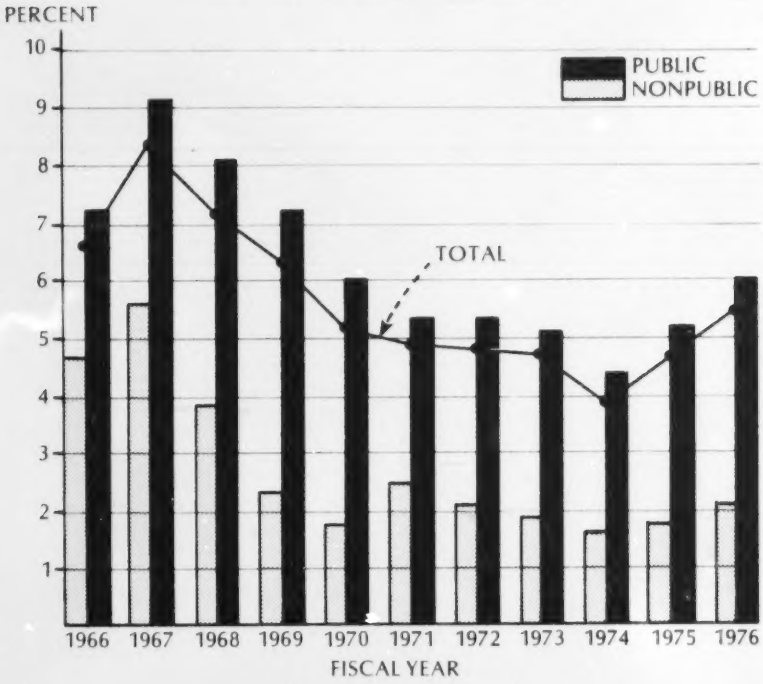
Wisconsin is similar. In 1976, 89 percent of Wisconsin's school districts received Title I funds. Yet only 6 percent of the public and 2 percent of the non-public school children in Wisconsin were served. In comparison, the US Office of Education Consolidated Program Information report of 1972 indicated that 12 percent of the students in the nation's public and private schools received Title I services.[4] In that year, only 4.8 percent of Wisconsin school students received Title I services. The percentage of Wisconsin school children receiving Title I services, which declined from 1967 to 1974, began to increase in 1975. By the following year, the percentage of children served slightly exceeded the percentage served in 1970, and the total number served was only 128 less than the total number served in 1970.

FIGURE 4
NUMBER OF WISCONSIN TITLE I STUDENTS
FISCAL YEARS 1966-1976 INCLUSIVE



Not all of the children residing in a school district receiving Title I funds are eligible to participate in a Title I program. To do so, they must reside in an attendance area having a high concentration of low-income families and must be achieving below the level expected for children of their ages. Nationally, it is estimated that slightly over half (57 percent) of the students eligible for Title I are actually served.[5] A similar situation exists in Wisconsin. While over half (64 percent) of the Wisconsin schools eligible for Title I funds operate projects, a comparison of 39 sample school district needs assessment and evaluation reports in 1976 indicates that Title I districts are able to serve only a fraction of the eligible students in need of assistance.

FIGURE 5
PERCENTAGE OF WISCONSIN SCHOOL CHILDREN IN TITLE I PROGRAMS
FISCAL YEARS 1966-1976 INCLUSIVE



Profile Of Students Served By Title I

The 1976 Wisconsin reading and mathematics achievement score samples indicate that 42 percent of Wisconsin's Title I students are in large

school districts enrolling 5,000 or more students, 15 percent in medium size districts enrolling 2,000 to 4,999 students, and the remaining 43 percent in school districts enrolling less than 2,000 students. Most are in southeastern Wisconsin—the most populous area of the state.

FIGURE 6
NUMBER OF TITLE I DISTRICTS PER COUNTY
FISCAL YEAR 1976

Title I projects in local school districts serve students enrolled in public or private schools. Most Title I private school students are enrolled in parochial schools, the others in residential schools for neglected or delinquent children. Ninety-four percent of the 61,973 students served in Wisconsin Title I school district projects in 1976 were enrolled in public schools, and 6 percent were enrolled in private schools. Only 395 of the private school students were residing in institutions for neglected and delinquent children. The proportion of non-public students in Wisconsin Title I projects was slightly higher than the 5 percent representation noted nationally.[6]

Wisconsin school districts place more emphasis on serving early elementary students than do other school districts across the country. The National Institute of Education's survey of compensatory education and summary of state Title I evaluation reports both found about 60 percent of the students served were below fifth grade, but in Wisconsin over 80 percent of the students served are below fifth grade.[7] The emphasis placed on early elementary Title I programs in Wisconsin is also reflected in the type of eligible schools selected to have Title I projects. In 1976, Wisconsin Title I programs were offered at 91 percent of the eligible elementary schools but at only 31 percent of the eligible junior high schools and 11 percent of the eligible senior high schools. Consequently, most Title I programs were operated in elementary schools.

FIGURE 7
PERCENTAGE OF PRESCHOOL THROUGH FOURTH GRADE TITLE I CHILDREN
FISCAL YEAR 1968-1976 INCLUSIVE

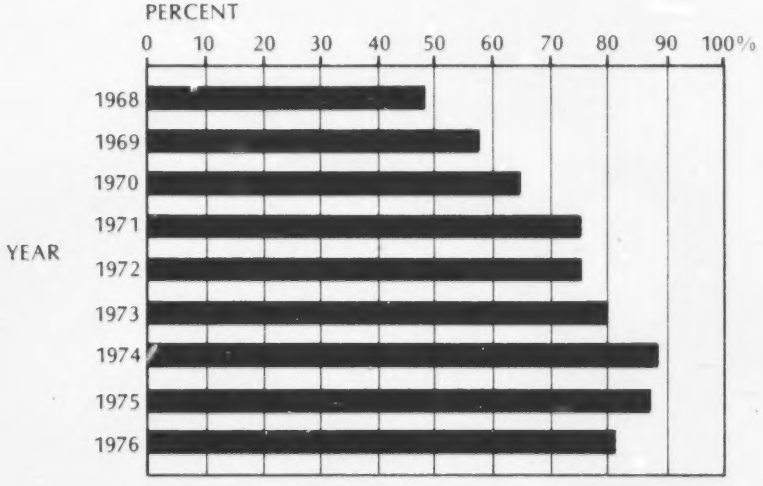


FIGURE 8
PERCENT OF ELIGIBLE SCHOOLS RECEIVING TITLE I SERVICES, IN 1976

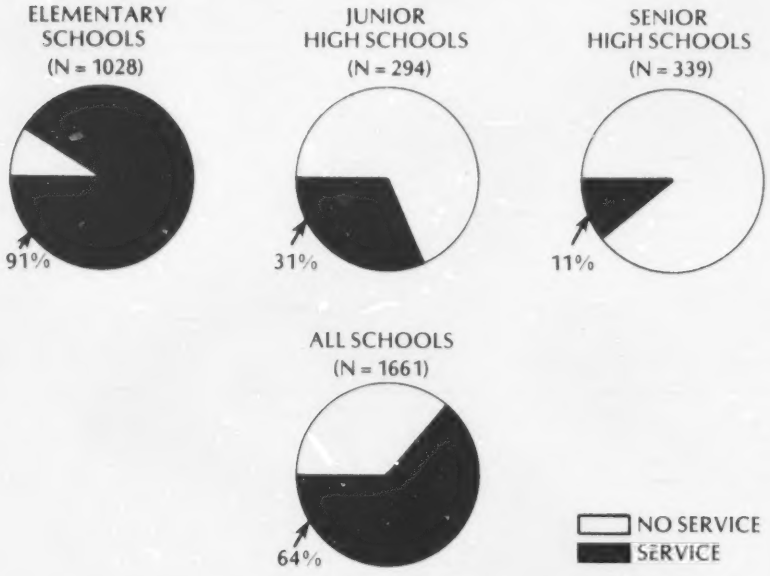
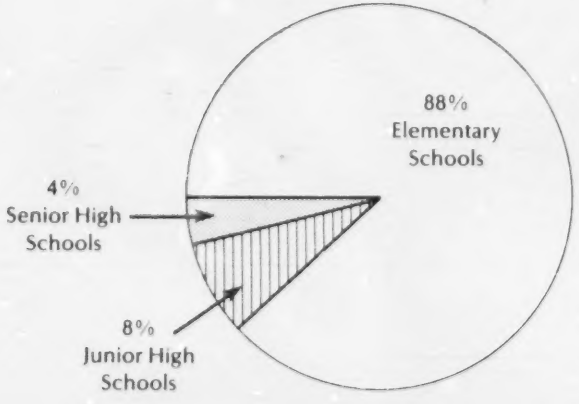


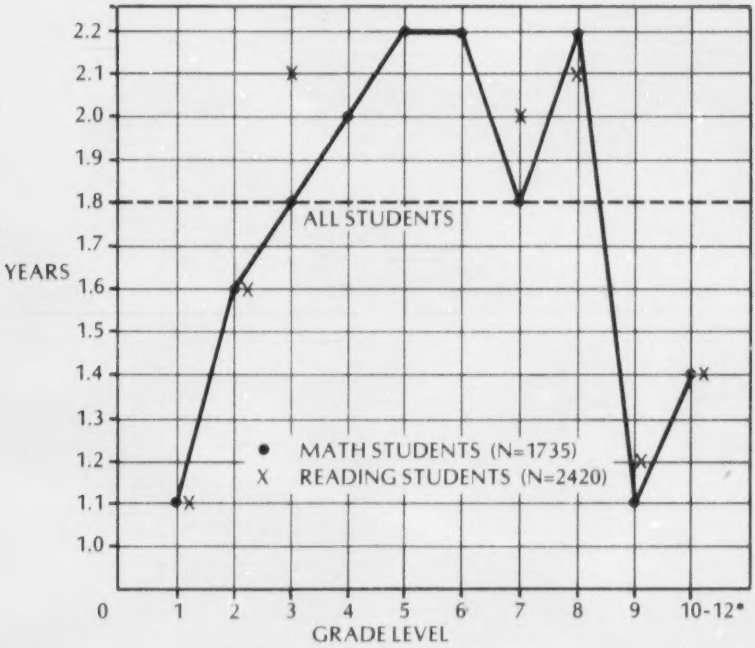
FIGURE 9
LOCATION OF TITLE I PROGRAMS



A review of Title I State evaluation reports by the RMC Research Corporation found that "basic skill areas of reading and mathematics were the (student need areas) most frequently reported on."[8] Thirty-nine sample district needs assessment reports in Wisconsin showed a similar pattern. School districts reported reading, mathematics (or readiness skills) to be the primary student needs. Social, emotional, health and psychomotor needs were also reported, but for fewer students.

The new regulations for Title I allow districts to keep a child in the Title I program for up to three years if s/he is still below the level of educational achievement expected for her/his peers. A profile of the students in the 1976 statewide sample of reading and mathematics students in Wisconsin showed that this will probably increase the length of time students participate in Title I. Half of the sample students were participating in their first Title I program. The average number of years mathematics sample children had participated in Title I ranged from 1.1 (in first and ninth grade) to 2.2 (in fifth, sixth and eighth grade). A similar participation pattern was noted in the sample of Wisconsin Title I reading students.

FIGURE 10
AVERAGE YEARS OF TITLE I PARTICIPATION OF STATEWIDE READING AND MATHEMATICS SAMPLE STUDENTS; FISCAL YEAR 1976



*Because of small sample sizes, grades 10-12 were combined.

Although all of the students in the 1976 statewide reading and mathematics samples were achieving below expected levels, few had ever repeated a year of school. Only 5 percent of the students in mathematics sample and only 7 percent of those in the reading sample had been held back in school. Almost all of those who had repeated a grade had only repeated one year.

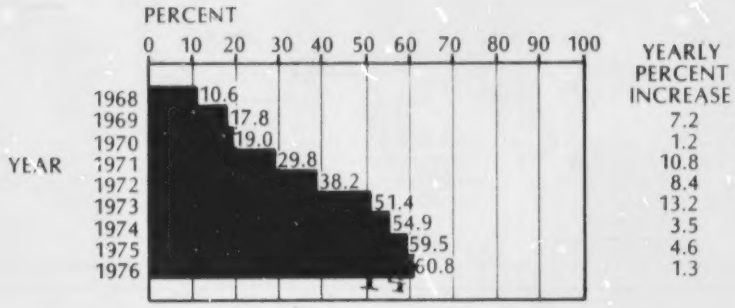
The extent to which Title I students perform below expected levels varies with their grade placement. The later elementary students in Wisconsin's 1976 achievement samples were furthest from expected performance. The RMC Research Corporation's study of statewide evaluation reports found a similar pattern. By third grade, children were achieving scores below grade level. With each successive year, the children fell further behind so that by seventh grade, the 1971 sample tested 2 years below grade level and the 1972, 1973 and 1974 samples tested almost 3 years below grade level.[9]

Cooperative Administration Of Title I Projects

Cooperative Wisconsin Title I projects began in 1965—the first year Title I programs were operated in local school districts. The proportion of school districts jointly employing administrative staff increased steadily thereafter; and by 1976, sixty-one percent of the school districts operating Title I projects were using part of their Title I grant to hire administrative staff that served several Title I districts. The greatest increase in cooperative administration occurred between 1970 and 1973—the years in which Cooperative Educational Service Agency (CESA) based cooperatives became fully operational.[10]

Over the last four years, the proportion of districts jointly hiring administrative staff has increased only moderately, suggesting that the ratio of cooperative to independent school district administration may stabilize near the present ratio of 6 to 4.

FIGURE 11
PERCENT OF TITLE I SCHOOL DISTRICTS IN COOPERATIVE PROJECTS
FISCAL YEARS 1968 - 1976 INCLUSIVE



Profile Of Title I Program Services

Location of Services

Wisconsin Title I students are usually served outside of their regular classroom. Ninety percent of the public school students received Title I services outside of their regular classroom in 1976. Of these, 48 percent also received some additional service in their regular classroom. The National Institute of Education's survey of compensatory education found that "eighty-five percent of the compensatory education students in reading, 66 percent of those in mathematics, and 63 percent of those in language arts programs receive this instruction outside of their regular classroom."[11]

Although Wisconsin's Title I parochial students are usually served in a public school, 29 percent of the Wisconsin districts serving parochial students in 1976 served them in a parochial school, and approximately 12 percent served them in a non-school setting. Ninety-six percent of the districts serving parochial students served them during the regular school day, 2 percent served them during the school week but after regular school hours, and 2 percent served them on weekends.

Duration of Services

The amount of service that a child receives depends on the type of program s/he is enrolled in (regular year, summer, or yearlong) and on the type and number of project services offered. Over half of the Wisconsin school districts that operate Title I programs serve children only during the regular school year, slightly over one-third offer yearlong programs, and very few serve children only during the summer. Because districts often add new students to their programs in the summer (51 percent of the students in 1976 Wisconsin Title I summer programs were new Title I students) and enrollment in Title I summer programs is limited, most of the students served by Title I in a given year are served only during the regular school year. In 1976, 82 percent of Wisconsin's Title I students were served only in the regular school year, 9 percent were served only in the summer, and 9 percent were served all year.

Summer projects provide an opportunity to serve preschool or parochial students who cannot be served during the regular school year. Almost half of the Wisconsin students served only in summer Title I programs in 1976 were preschool or non-public students. Consequently, summer projects have greater proportions of preschool and non-public students. In 1976, preschool children were 19 percent of the summer school but only 9 percent of the regular year Title I population; and non-public students were 11 percent of the summer school but only 5 percent of the regular year population. The difficulties involved in serving non-public students during the regular school year make it more likely for a non-public student to receive Title I services only in the summer. In 1976, 23 percent of

the parochial students but only 8 percent of the public school students were served only in the summer.

The percentage of Title I students receiving services in the summer months has shown a steady decrease over the years. In 1969, 43 percent of Wisconsin's Title I students received services during the summer. By 1976, only 18 percent were served during the summer. This trend agrees with the national pattern noted in the RMC Research Corporation's summary of state Title I evaluation reports: "Although variations within states tend to be rather small, most of the changes were in the direction of larger regular year percentages and correspondingly smaller percentages for summer and yearlong sessions."[12]

Staffing Patterns

With the exception of art or music services, pupil-teacher ratios in Wisconsin Title I summer school programs are much lower than they are during the regular school year. In 1976, English reading and mathematics had the highest pupil-teacher ratios during the regular year (1 to 39 and 1 to 37, respectively), while art or music and psychomotor skill instruction had the highest ratios in the summer (1 to 54 and 1 to 21). Vocational education projects had the lowest pupil-teacher ratio in regular year or summer projects (1 to 17 and 1 to 19). Almost all of the regular year and summer pupil-teacher ratios were smaller than the previous year.

Summer and regular year projects also differed in the type of staff employed during 1976. Summer projects employed more teachers than aides, but regular year projects employed more aides than teachers.

Expenditures

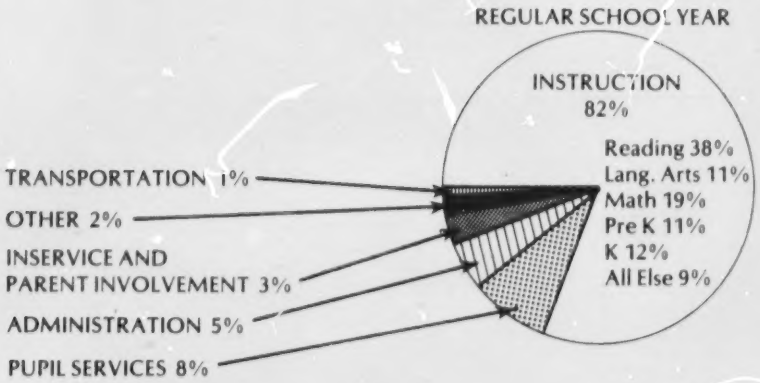
Wisconsin school districts reportedly spent ninety-five percent of their Title I monies for regular school year projects in 1976. Instructional services claimed 82 percent of the regular year and 83 percent of the summer school Title I budget. The largest expenditure category was English reading—claiming $359,525 during the summer and $8,118,473 during the regular school year. Speech therapy was the smallest expenditure category during the regular school year ($3,000) and special education for handicapped the smallest ($600) during the summer.

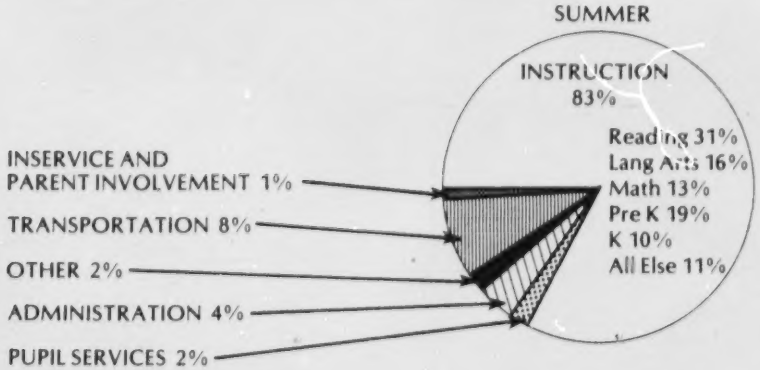
Per pupil instructional expenditures (excluding administration) ranged from $128.08 (natural or social science activities) to $623.39 (bilingual education) during the regular school year and from $19.39 (physical education) to $202.66 (other instruction) during the summer months.

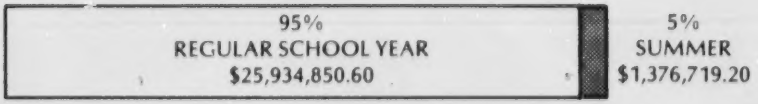
Supportive service per pupil costs (excluding administration) ranged from $43.98 (attendance) to $239.52 (social work) in the regular year and from $4.42 (food) to $55.31 (speech therapy) in the summer. Because transportation claimed a larger share of the summer school budget, less was spent on supportive services, inservice education, or parent involvement.

Districts most frequently reported regular year Title I program expenditures in the range of $20,000 to $49,999 and summer school expenditures in the range of $1,000 to $9,999.

FIGURE 12
TITLE I EXPENDITURES
FISCAL YEAR 1976







Type of Services Offered

Reading, mathematics, and language arts were the most frequently offered instructional services in 1976 Wisconsin projects and guidance counseling the most frequently offered supportive service. Like proportions of summer and regular year students received reading, speech, English as a second language, mathematics, psychomotor training and vocational education; but the proportions of summer school students receiving cultural enrichment, art or music, other language arts, and physical education/recreation were greater than during the regular school year. Library services was the only supportive service offered to a greater proportion of summer than regular year participants.

The emphasis placed on various instructional services has fluctuated considerably in Wisconsin since 1968. Preschool, kindergarten, and mathematics have been offered by more and more school districts. Language arts has exhibited a sporadic pattern, English reading has maintained a relatively constant emphasis; but the emphasis on all other instructional services declined from 1968 to 1976. All supportive services have been offered with less frequency. The marked drop in Title I funded service which began in 1973 continues until the present.

FIGURE 13
PERCENT OF PROJECTS OFFERING INSTRUCTIONAL ACTIVITIES
FISCAL YEAR 1968-1976

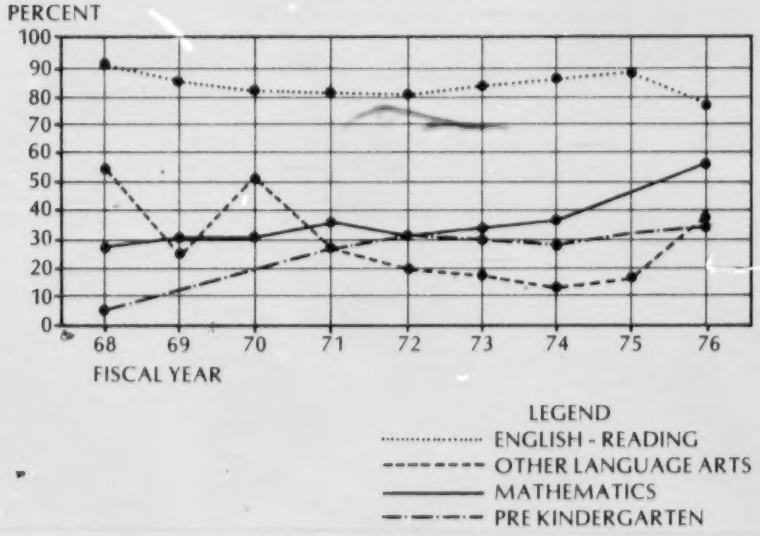
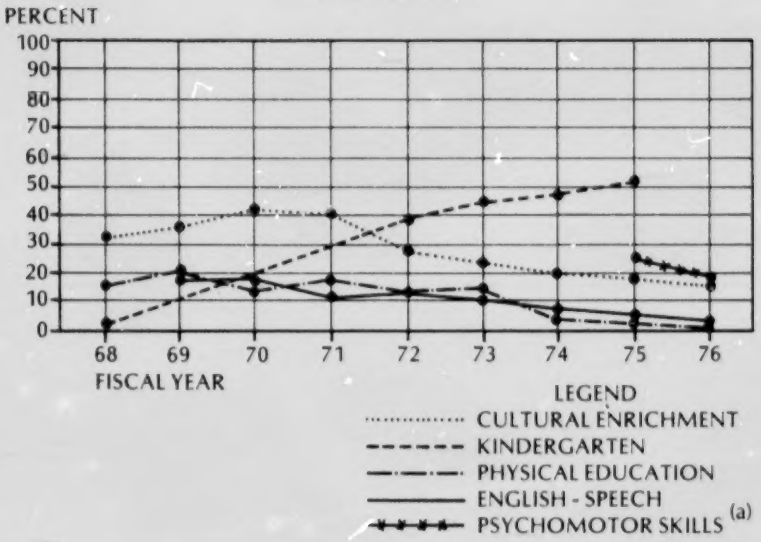
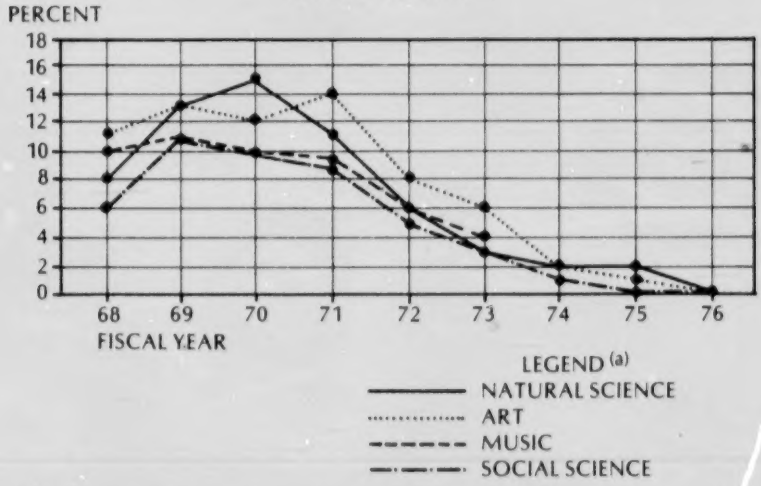


FIGURE 13-Cont'd



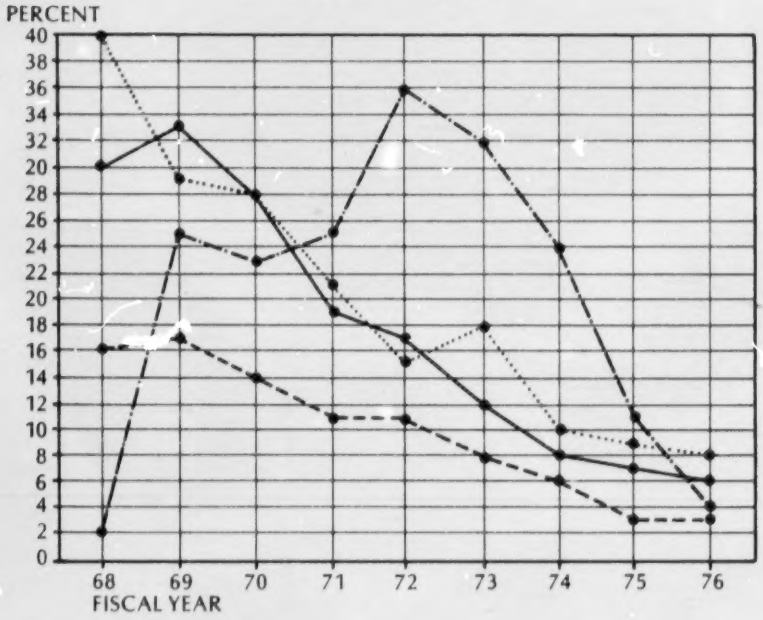
(a) The percentage of districts offering instruction in psychomotor skills had only been reported for the last 2 years.

FIGURE 13-Cont'd



(a) Because of small frequencies, art and music were combined into 1 category in FY 1975 and natural and social science were combined into one category in FY 1976.

FIGURE 14
PERCENT OF PROJECTS OFFERING SUPPORTIVE SERVICES
FISCAL YEAR 1968-1976

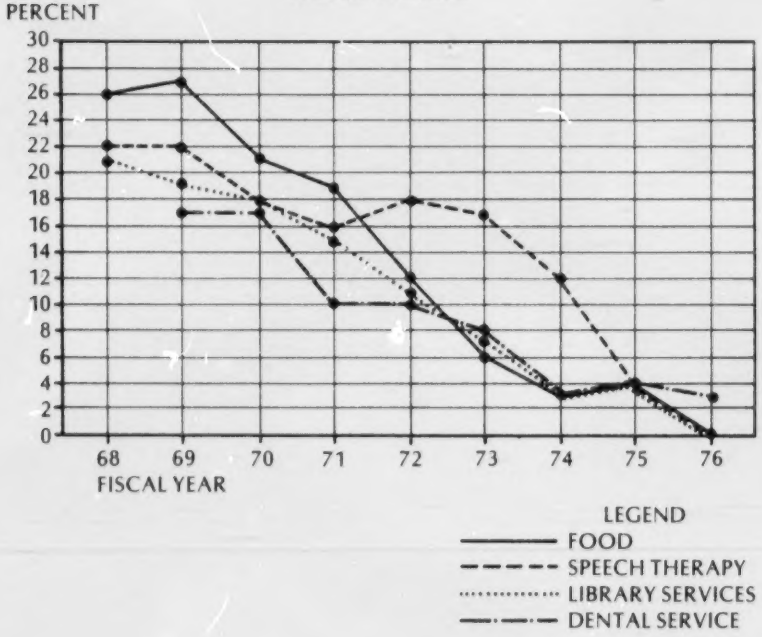


Several Wisconsin districts changed the type of services offered in their regular year Title I programs between 1975 and 1976. Reading, mathematics, and early childhood education were still the most popular services; but the percentage of districts offering mathematics increased 11 percent, the percentage offering language arts 23 percent, and the percentage offering kindergarten projects 12 percent, while the percentage offering reading declined 10 percent.

Many of the changes in the type of Title I services offered by Wisconsin school districts can be traced to the impact of Chapter 90 of the 1973 Wisconsin Statutes which established 13 standards for Wisconsin's school districts. Among the standards set forth by Chapter 90 were:

- Remedial reading for underachieving kindergarten through third grade students

FIGURE 14 Cont'd



- Kindergarten programs for 5 year old children
- Guidance and counseling services
- Emergency nursing services
- Health, physical education, art, and music education

After the passage of Chapter 90, many districts began to fund these services with state and local funds.

State legislation requiring districts to serve handicapped children also affected Wisconsin's Title I programs.[13] From 1968 to 1973, 7 to 13 percent of Wisconsin's Title I programs provided special education for handicapped children. But in 1974, only 1.3 percent, and in 1975 less than 1 percent, did so. Title I funding of special education for handicapped children had been completely eliminated from Wisconsin's regular year programs by 1976.

The National Institute of Education's survey of compensatory education and RMC Research Corporation's summary of State Title I evaluation reports both indicate that Wisconsin Title I programs place more emphasis on preschool and kindergarten, cultural enrichment, and mathematics and less emphasis on supportive services and special education than do other Title I programs across the country.

TABLE 1
COMPARISON OF WISCONSIN AND OTHER STATE TITLE I PROGRAMS

SERVICE CATEGORY	PERCENT OF STUDENTS SERVED, FY 1974		PERCENT OF DISTRICTS OFFERING SERVICE WITH TITLE I FUNDS, FY 1976	
	WI	NATIONALLY (est.) [14]	WI	NATIONALLY (est.) [15]
INSTRUCTIONAL ACTIVITY				
PRE-SCHOOL	9.0	4.0	35	38.1
KINDERGARTEN	13.6		65	
CULTURAL ENRICHMENT	17.1	4.6	15	8.5
MUSIC/ART	1.9	1	1	3.8
	est			
INDUSTRIAL ARTS/ HOME ECONOMICS	0.2	1	1	1.0
REMEDIAL READING	67.2	69.3	77	69.1
MATHEMATICS	21.7	15.6	57	45.0
LANGUAGE ARTS	11.0	12.5	38	29.7
E.S.L.	1.9	1.5	1	10.2
SPECIAL EDUCATION/ HANDICAPPED	0.3	2.0	—	7.8
NATURAL/SOCIAL SCIENCE	2.5	3.0 est	1	1.2
	est			
SUPPORTIVE SERVICE				
MEDICAL	7.5	40.6	8	19.6
DENTAL	1.5	18.2	3	
LIBRARY	3.3	2.9	1	21.3
PSYCHOLOGICAL	16.8	10.6	4	18.8
TRANSPORTATION	9.6	7.9	2	14.6
FOOD	1.6	10.3	1	14.2
SPEECH THERAPY	8.1	1.6	1	13.8
SOCIAL WORK	8.1	5.1	3	12.2
GUIDANCE COUNSELING	8.9	20.0	6	9.5
CLOTHING	5.3	6.7	1	5.5

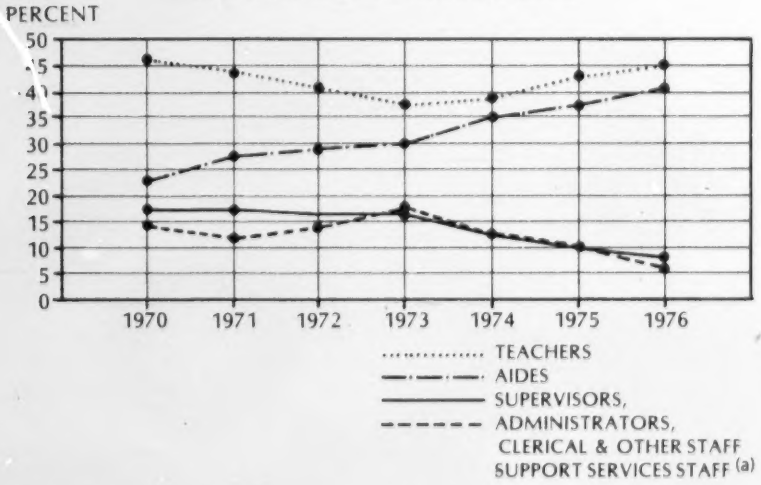
Services to Neglected and Delinquent Children

Three hundred and ninety-five children residing in privately operated homes for neglected and delinquent children also received Title I services in the programs operated by local school districts. (Neglected and delinquent children residing in state correctional schools were also served by Title I, but separate programs were operated for them. These are described in the following chapter.) The neglected and delinquent children served by the Title I programs in local school districts represented 37 percent of the total number of neglected and delinquent children counted in allocating Title I money to local school districts. Most were seventh through twelfth graders. They participated in regular year and in summer projects and received instructional services similar to those provided to public and parochial students.

Staff And Inservice Training

Eighty-seven percent of the staff employed to work in Wisconsin Title I projects in 1976 were teachers and teacher aides. The remaining staff were: administrators (1 percent), supervisors (1 percent), supportive service staff (6 percent) and clerical or other staff (5 percent). The percentage of Title I staff who were teachers or aides was he highest ever reported and represented a 7 percent increase over the previous year.

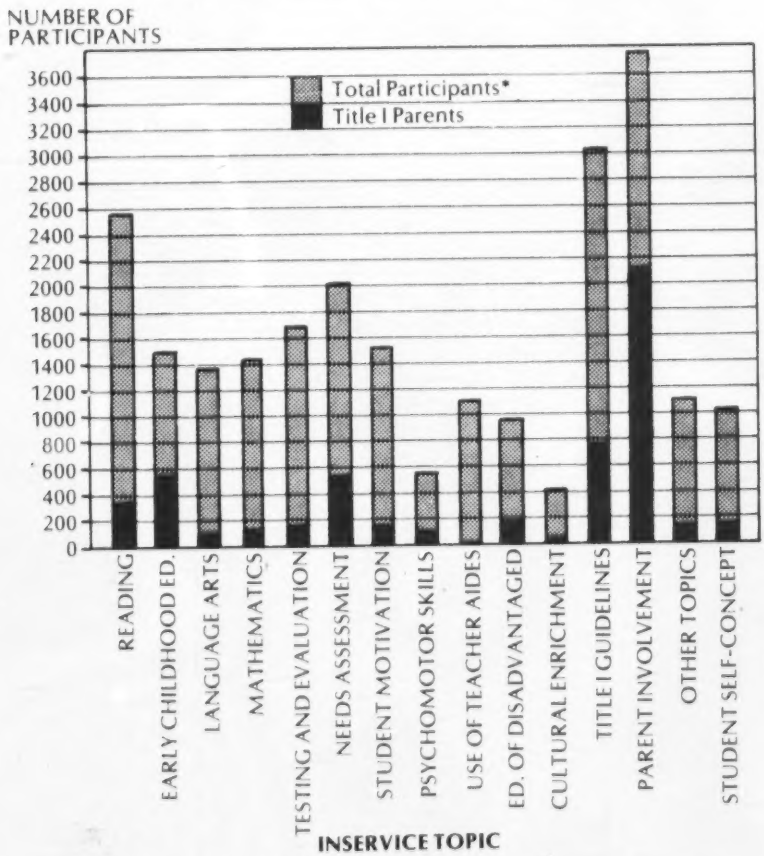
FIGURE 15
PERCENTAGE OF SALARIED TITLE I STAFF BY CATEGORY
FISCAL YEARS 1970-1976 INCLUSIVE



(a) Supportive service staff includes; librarians, library aides, counselors, speech therapists, psychologists, testers, social workers, attendance workers, home visitors, and health personnel.

Of the total time devoted to inservice training for Title I staff, 20 percent was devoted to reading instruction, 9 percent to language arts (other than reading), 12 percent to early childhood education, 10 percent to parent involvement, 13 percent to needs assessment and evaluation, 11 percent to Title I guidelines, and the remaining 19 percent to other topics. The largest number of participants were reported for inservice sessions on parent involvement (3696), Title I guilelines (3021), reading (2589), and needs assessment (2064). Each of the other topics had less than 2,000 participants. There were no significant differences between the inservice participation patterns of Title I and non-Title I staff, Title I parents and Title I staff, or Title I teachers and aides.

FIGURE 16
NUMBER OF PARTICIPANTS BY INSERVICE TOPIC



*Participant Count Includes Both Title I And Regular School District Staff.

Parent Involvement

Title I parents serve on Title I advisory committees, work as project volunteers or as salaried staff, and participate in Title I inservice meetings or other special activities. A total of 3,926 parents of Title I children were voting members of district-wide parent advisory councils and 2,358 were voting members of individual school advisory councils in 1976. Fifty-eight districts reported that they employed Title I parents to work in their Title I project and 99 reported having a total of 1,518 Title I parent volunteers.

In 1976, parents of Title I children were 58 percent of the participants at Title I inservice sessions on parent involvement, 37 percent of those at inservice sessions on early childhood education, and 26 percent of the participants at inservice sessions on Title I guidelines or needs assessment. From 2 to 14 percent of the participants at Title I inservice sessions on other topics were Title I parents.

Student Achievement

Since 1973, the statewide evaluation of Wisconsin Title I projects has been based on a random sample of individual student achievement test scores reported by local school districts. Because the State of Wisconsin does not have any statewide testing program, these scores are from a variety of standardized reading and mathematics tests. The samples show that most Title I students have gained 1 or more grade equivalent unit per month of instruction. The findings for 1975 and 1976, which are more reliable because of the increased sample size in those years, show that over 60 percent of the sample students reached this often-cited objective for Title I programs.

These findings agree with those noted in the RMC study's summary of reading achievement data from sample states (". . . with few exceptions, the children were making a month gain or more for each month of instruction.") and with those of Stanford Research Institute's study of Title I reading achievement:

> "The averages of the reported monthly gains are consistently near 1.1 month gain for each month in Title I across grades and years (1971 - 1974). In terms of the unofficial standard of success, which is a month's gain for a month in the program, Title I must be judged a significant success."[16]

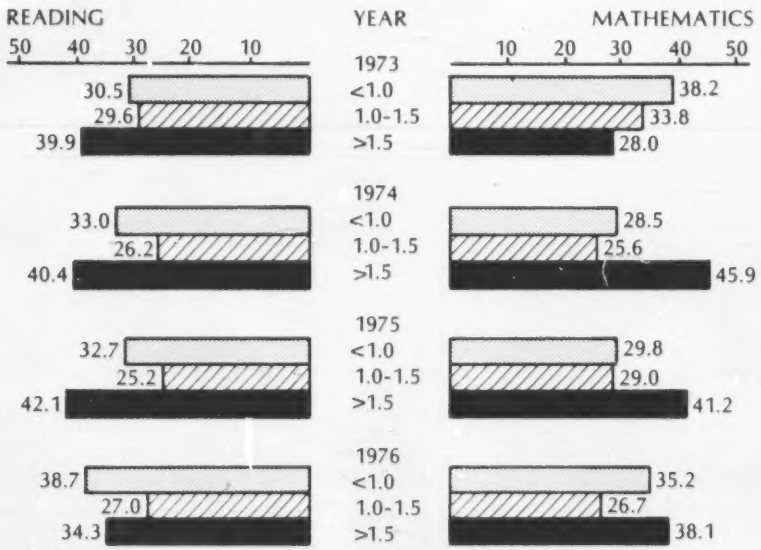
Although a gain of one month per month of instruction suggests that a Title I student has improved his/her prior rate of learning, this standard has recently been criticized because it is based on grade equivalent scores and because it fails to indicate whether Title I students are getting closer to the level of achievement expected of children their ages.[17] The Stanford Research Institute's report concluded that because Title I students show no gain or regress during the summer, to avoid falling further and further behind, Title I children would have to gain 1.1 or 1.2 grade equivalent per month of instruction.[18] Using this criterion, the Wisconsin achievement samples suggest that:

- The students who gained less than 1 month per month

probably did not improve their prior rate of learning and most likely did not get closer to expected achievement levels.

- The students who gained 1.0 to 1.5 grade equivalents per month probably did improve their prior rate of learning and several also were closer to expected achievement levels.
- The students who gained more than 1.5 month per month improved their prior rate of learning and also got closer to expected achievement levels.

FIGURE 17
PERCENT OF WISCONSIN SAMPLE STUDENTS BY AMOUNT OF GRADE EQUIVALENT GAIN PER MONTH*
1973 - 1976



*Percentages are based on 68 math and 564 reading sample students in 1973, 340 math and 997 reading sample students in 1974, 828 math and 1,727 reading sample students in 1975, and 1,697 math and 2,675 reading sample students in 1976.

Title I Programs For Neglected And Delinquent Children In State Institutions

"Special educational assistance to help meet the most crucial needs of institutionalized children should be directed toward their rehabilitation and development into self-respecting, law-abiding, useful citizens."[19]

"Funds are concentrated on remedial education and individualized instruction since these children are generally two-to-four years behind their peers in educational achievement."[20]

Funding

In 1976, Wisconsin received $554,226 to support Title I programs for institutionalized neglected or delinquent youth. This was 2 percent of the $27,459,444 national allocation. Wisconsin's allocation was based on the identification of 60 neglected and 903 delinquent children in state institutions. These children represented 2 percent of the 45,181 identified in the nation.

Students

Six hundred and fifty-five juvenile offenders participated in Title I programs offered at Wisconsin correctional facilities in fiscal year 1976. Sixty-five percent were committed to three correctional institutions for juvenile offenders and 35 percent to two correctional institutions for adult offenders. Approximately 65 percent of the 1,013 juvenile offenders in Wisconsin correctional institutions were served in these projects. A profile of the students served showed that:

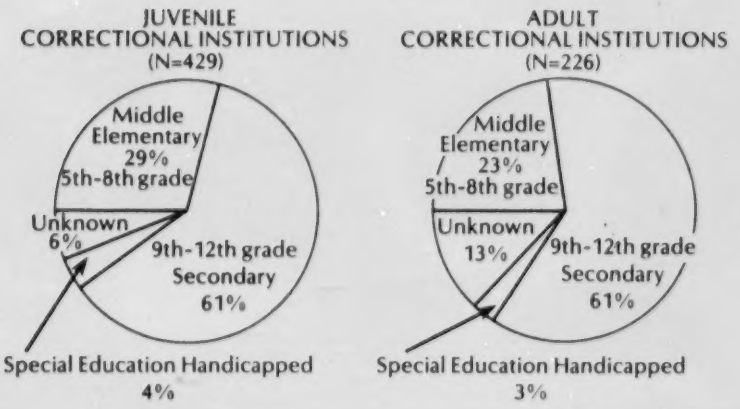
- Eight percent of the students were 12 to 14 years of age, 58 percent were 15 to 17 years old, and 34 percent were 18 to 20 years old.
- The previous grade placement could be identified for 87 percent of the students served. Of these, 3 percent had been placed in special education classes for handicapped children at the school they last attended prior to commitment, 26 percent had been in elementary classes, and 71 percent had been in secondary classes.
- Forty-nine percent of the students were minority group members. Seventy-five percent of the minority group students were Black, 21 percent were Native Americans, and 5 percent had Spanish surnames.
- Over half (56%) of the students participated in the Title I program only 1 to 4 months, 33 percent participated 5 to 8 months, and 11 percent participated 9 to 12 months.

Programs

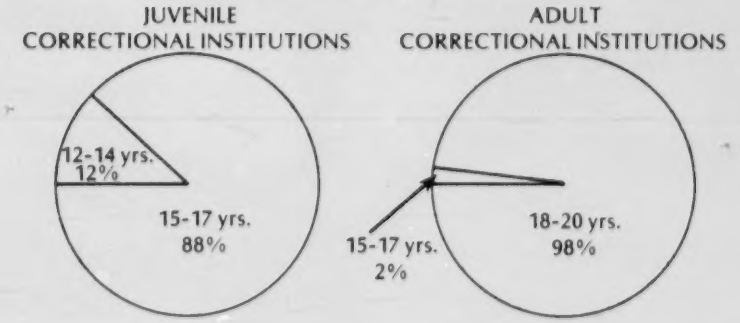
All Title I students in institutions for juvenile offenders received reading, mathematics, or a combination of motor-perceptual training and reading. Seventy percent also received special counseling to prepare for re-entry to the community following release from the institution; 16 percent received speech therapy, and 8 percent received vocational counseling.

Thirty-one percent of the Title I students in institutions for adult offenders received a combination of motor-perceptual training and reading, 41 percent received special tutoring for the G.E.D. examination, and 28 percent received instruction in reading, language arts, or mathematics.

FIGURE 18
TITLE I PARTICIPANTS BY LAST GRADE COMPLETED AT SCHOOL ATTENDED PRIOR TO COMMITMENT FISCAL YEAR 1976



TITLE I STUDENTS BY AGE



Staff

The staff employed to operate these projects included: 15 secondary teachers, 7 teacher aides, 5 counselors, 1 speech therapist, three and one-half clerical workers and 1 part-time administrator.

TABLE 2
PROFILE OF ESEA TITLE I PROGRAMS IN STATE CORRECTIONAL SCHOOLS
FISCAL YEAR 1976

INSTITUTION (SCHOOL)	TYPE*	STUDENTS SERVED	STAFF EMPLOYED** TEACHERS	STAFF EMPLOYED** OTHER	EXPENDITURES TOTAL	EXPENDITURES PER PUPIL	TITLE I PROGRAMS	NUMBER OF STUDENTS
LINCOLN BOYS SCHOOL (Lincoln High School)	J	147	4.00	2.00	$ 90,468	$615	Reading and Perceptual-Motor Training	62
							Tutorial Reading	48
							Tutorial Math	37
							Re-entry Counseling	43
WISCONSIN SCHOOL FOR BOYS - Wales (Ethan Allen High School)	J	234	6.00	7.00	$117,534	$759	Reading and Perceptual-Motor Training	73
							Reading (Remedial)	88
							Re-entry Counseling	197
							Remedial Math	73
							Vocational Counseling	36
							Speech/ Hearing/ Language	70
WISCONSIN SCHOOL FOR GIRLS (Oregon School)	J	48		4.00	$ 39,938	$832	Tutorial Reading	48
							Re-entry Counseling	41
WISCONSIN STATE REFORMATORY (River Valley High School)	A	163	5.00		$ 68,063	$418	Reading and PerceptualMotor Training	77
							G.E.D. Tutorial	92
BLACK RIVER CAMP	A	63		3.50	$ 42,001	$667	Remedial Reading and Math	63
TOTALS		655	15.00	16.50	$418,004	$638		

*J = Juvenile A = Adult
**Staff are reported in full time equivalency units.

Evaluation Findings

Students receiving motor-perceptual training and reading instruction were evaluated with the SRA General Abilities test, the Gates McGinitie reading test and the I.E.S. personality inventory. Both the I.E.S. inventory and the SRA test indicated that students made significant improvement, but the Gates McGinitie test did not show any significant gain in reading achievement. The project staff did indicate that they were encouraged by the improved I.E.S. inventory and SRA scores, feeling that these indicate a greater probability of improved reading achievement in the future.

All but one group of remedial reading students and all of the remedial mathematics students showed significant gains during the project period although evaluation of these programs was hindered because the pre-test had also served to select program participants—suggesting that the observed gains were due to post-test score regression toward the mean rather than to improved achievement.

The re-entry counseling program was implemented in similar fashion at all three juvenile institutions but different procedures were used for program evaluation.

Lincoln—Analysis of the re-entry counseling program showed no significant differences between the proportions of re-entry and non re-entry students

discharged in an eight month period who violated parole or had direct discharge revocations. Thirty-seven of the 63 re-entry students enrolled in school following their release. Sixty percent were still enrolled when a follow-up evaluation was done two months after their release.

Wales—A follow-up study of 68 re-entry students released in an 8 month period showed that 29 percent had left their original placement 9 weeks after their release. While none of the 24 students who had been placed in work study or alternate programs dropped out in the 9 week period, 31 percent of those in full-time school did so. No comparable study was done of students who were not in the re-entry program.

Oregon—A follow-up study of 19 re-entry counseling students released in a 5 month period showed that only 2 had dropped out 9 weeks after their release. The closing of the institution at Oregon prevented any further evaluation of this program.

Eighty-nine of the 92 students receiving supplemental General Educational Development tutoring at Wisconsin Reformatory were evaluated. Twenty-three received General Educational Development diplomas, and 2 received High School Equivalency diplomas. Since 75 percent of the students were served only for 1 to 4 months, this was felt to be high percentage. The percentage of students passing various G.E.D. subtests ranged from 89 to 98 percent per subtest.

Participants in the operant conditioning and programmed learning program at Black River Camp were tested with the Stanford Achievement test. Two to 4, 5 to 8, and 9 to 12 month participants showed statistically significant gains.

Only 23 of the 32 students receiving vocational counseling at Wales who were placed in jobs were evaluated. Seventy percent of the 23 students received a higher rating on their second evaluation. Twenty-five of the 32 students also received positive recommendations form their training supervisor—thus becoming eligible for Federal funds.

The therapist in the speech program at Wales reported that all students improved their ability to follow directions and their vocabulary. Sixty-five students reportedly improved their understanding of letter and sound relationships as well as their spelling ability. Several students were reported to have improved their ability to deal with specific speech or hearing handicaps.

Title I Programs Offered In State Operated Or Supported Schools For Handicapped Children

"This program was designed to provide Federal assistance to State agencies which are directly responsible for providing free public education for handicapped children. The primary emphasis of this program is to fund institutions: 1) which provide full-year residential programs to those children requiring this service, 2) which provide special itinerant services on a part-day basis for children who are enrolled in regular day school but require special, additional assistance, and 3) for children confined to their homes because of the severity of their handicap."[21]

Funding

In 1976, Wisconsin had 3 percent of the 188,078 handicapped children counted in allocating Title I funds to the nation's state operated or supported programs for handicapped children. The Title I allocation to Wisconsin ($2,904,867) represented 3 percent of the $95,800,000 allocated nationally in 1976.

Scope

Twenty-five private non-profit day care centers, 6 state institutions and 2 state operated schools for handicapped children in Wisconsin operated Title I projects in 1976. A profile of the 3,017 students directly served in these programs showed that:

- Sixty-seven percent were mentally retarded, 8 percent were emotionally disturbed, 8 percent were deaf, 5 percent were visually handicapped, and the remaining 12 percent had learning disabilities or other health, orthopedic, hearing or speech impairments.
- Two of every 5 students served were severely handicapped. (The category of severely handicapped includes children who are schizophrenic, autistic, profoundly or severely retarded, and children with two or more serious handicaps.)

The students served in these Title I programs ranged from less than one year to 20 years old. Twelve percent of the students were less than 3 years old, 16 percent were 3 to 5 years old, 59 percent were 6 to 17 years old, and 13 percent were 18 to 20 years old.

Only 16 percent of the students were minority group members. Seventy-one percent of the minority group students were Black, 19 percent were Hispanic, 9 percent were American Indian or Alaskan Natives, and 1 percent were Asian.

In addition to the 3,017 students receiving direct services, another 134 children received indirect Title I services such as visual or audiological screening; and 559 parents received direct services such as pre-school seminars, group or individual counseling.

Profile of Program Services

Day care centers and state institutions established individual objectives for the Title I students served. Seventy-four percent of these objectives were in the areas of socialization, self-help, sensory-motor, speech or language skills. Only 2 percent of the objectives dealt with pre-academic or cognitive skills, 9 percent dealt with parent training (or parent satisfaction with service outcomes); and the remaining 15 percent dealt with media centers, independent living skills, art, auditory and miscellaneous skills.

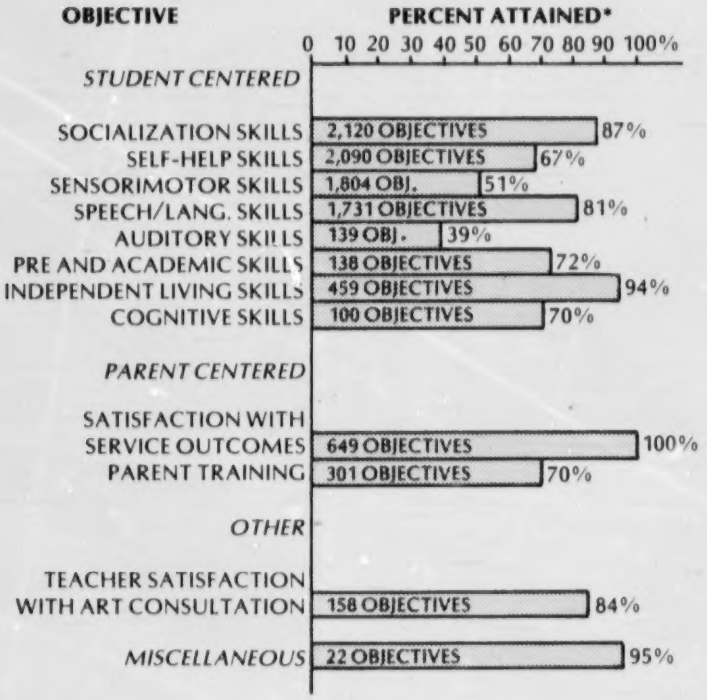
The State School for the Deaf used its Title I grant to employ teacher aides, instructional secretaries, and resource teachers; and the State School for the Visually Handicapped employed a speech clinician, teacher aides,

recreation aides, and a child care counselor. The State School for the Visually Handicapped also used Title I funds to provide bus transportation so residential students could visit their families during the year and gain community living skills.

Staff And Inservice Training

Seventy-eight teachers, 67 aides, and 61 other personnel were employed to work in these Title I programs. All of the Title I staff and 98 other staff members received Title I funded inservice training during 1976.

FIGURE 19
PERCENT OF OBJECTIVES ATTAINED IN TITLE I PROGRAMS AND DAY CARE CENTERS, 1976



*The number of objectives stated does not reflect the number of students served since several objectives may have been set for an individual child.

Evaluation Findings

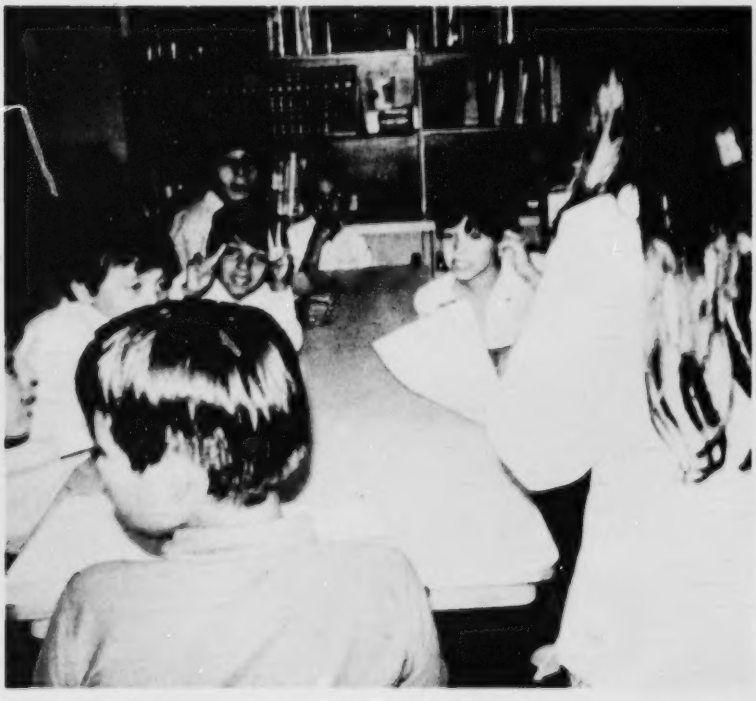
Day care centers and state institutions reported that Title I students attained 77 percent of the objectives set for them. The highest success rate (100%) was reported for objectives dealing with parent satisfaction with service outcomes and the lowest success rate (39%) for objectives related to improving student auditory skills.

The State School for the Deaf used the hearing impaired form of the Stanford Achievement test to evaluate Title I students served by the 5 Title I resource teachers. Thirty-five percent of the students tested gained less than one-half grade equivalent, 36 percent gained 0.5 to 0.9 grade equivalent, and 29 percent gained 1 or more grade equivalents.

Evaluation findings for the instructional component of the Title I program at the State School for the Visually Handicapped were not available for inclusion in this publication, but the transportation phase reportedly allowed students to visit their families eleven times during the year.

Title I Programs For Migratory Children Of Migratory Agricultural Workers And Migratory Fishermen

"The Migrant Education Program is an important and growing program within Title I. It seeks to improve educational opportunities for a target population facing problems which are probably more severe than for any other group. Not only are migrant students typically educationally and economically disadvantaged in comparison to the rest of American society, but, in addition, migrant students by definition miss the systematically sequenced and sustained educational programs available to most non-migrant children."[22]



Funding

In 1976, Wisconsin had 2,500 of the 212,256 migrant children identified in the continental United States. The 1976 Title I allocation for migrant education in Wisconsin ($721,168) represented 0.7 percent of the national allocation ($97,090,478.)

Children

Fifty-two percent of the students served in Wisconsin Title I migrant education projects during 1976 had moved across state boundaries within the past year with parents or guardians seeking agricultural employment. The remaining forty-eight percent were full-time residents of Wisconsin. A third of the full-time residents had moved across school district boundaries in the past year with parents or guardians seeking agricultural employment, and the other 70 percent were children of migrant workers beginning to settle out of the migrant labor stream. (If parental consent is given, these students are eligible for Title I service for a period of 5 years after their parents have settled out of the migrant labor stream.)

Three-fourths of the children in Wisconsin's Title I migrant education programs in 1976 were 5 to 17 years old, almost one-fourth were under 5 years old, and less than 5 percent were 18 or older.

FIGURE 20
MOVEMENT OF WISCONSIN TITLE I MIGRANT
Children, calendar year 1976
N=4221

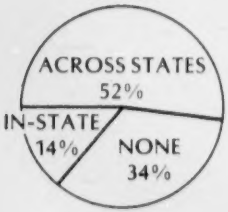
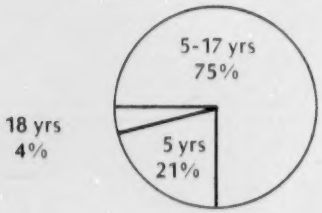


FIGURE 21
WISCONSIN TITLE I MIGRANT CHILDREN BY AGE
Calendar Year 1976, N=4221



Mobility

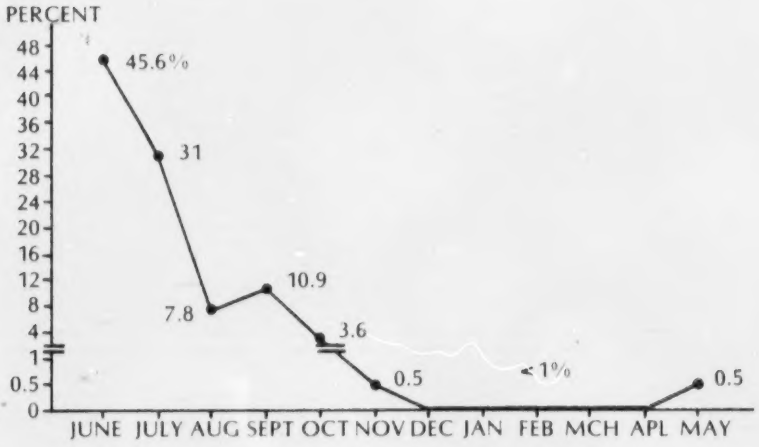
Mobility within Wisconsin's Title I migrant programs is reflected in a comparison of three participation statistics: enrollments, number of students served, and full-time equivalency of students served. In calendar year 1976, the 27 Wisconsin school districts operating Title I migrant programs reported 4,810 enrollments. However, only 4,221 students were enrolled; and their full-time equivalency was only 2,013.715.

To equal one full-time student, a child must be enrolled in a state's Title I program for 12 months. Since a child is only withdrawn from a state's roster if s/he enrolls in a Title I migrant education program in another state, this full-time equivalency figure may be higher than the actual participation of students in Wisconsin projects. (Students who leave Wisconsin and do not enroll in another state's Title I program, and students who leave the Title I migrant education program and enroll in a Wisconsin school district program, are included in the F.T.E. count.)

Program Services

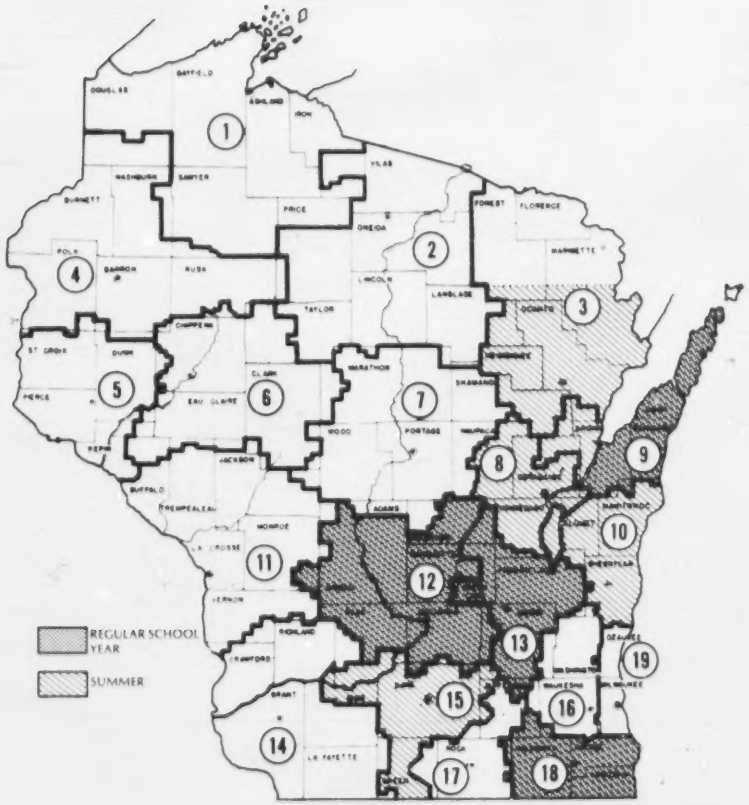
Although the primary emphasis is on instructional services, students participating in Title I migrant education programs also receive a variety of supportive services. Some are given breakfast, and most receive lunch and an afternoon snack. Transportation to and from the program site is provided to all children, and outreach staff provide for recruitment of eligible students. Selected health services are also provided as necessary.

FIGURE 22
PERCENT OF NEW ENROLLMENTS PER MONTH
WISCONSIN TITLE I MIGRANT EDUCATION PROGRAMS
1976



Because most of the enrollments in Wisconsin Title I migrant programs occur in June, July and August, full-day programs are offered in the summer. During the regular school year, the Title I migrant education program funds serve to supplement programs in school districts enrolling migrant children. In 1976, summer migrant programs were operated at 15 sites and regular year projects at 31 sites. The summer programs served a larger area of the state than regular year projects did.

FIGURE 23
LOCATION OF WISCONSIN TITLE I ESEA MIGRANT EDUCATION PROJECTS BY CESA REGION
CALENDAR YEAR 1976



Staff

In calendar year 1976, Wisconsin Title I migrant education programs employed 146 teachers, 176 teacher aides and 120 other staff members. For several years, Wisconsin has been recruiting Title I summer migrant program teachers from Texas. Recruitment of teachers from Texas is done by participation in an interstate cooperation project. This project also provides for staff training and an information exchange between Wisconsin and Texas schools serving migrant children. In 1976, approximately 40 percent of the teachers in Wisconsin summer Title I migrant education programs were from Texas, and approximately 70 percent of all the staff were bilingual.

Migrant Student Record Transfer System

The Migrant Student Record Transfer System (henceforth MSRTS) is a computerized data collection, analysis and storage system containing educational and health information on children enrolled in Title I migrant education programs in the 48 continental states. When a child is enrolled in a Title I migrant education program, the school submits the student's name to the local MSRTS terminal operator. Data on the student's health and achievement can then be retrieved and used in programming for the child's education. As new information becomes available, it also is entered into the data base and may be used by any Title I program where the child might be enrolled. One full-time terminal operator and a part-time secretary operate the MSRTS in Wisconsin. The enrollment statistics from the MSRTS are used in allocating Title I monies to each of the states.

TABLE 3
SUMMARY ESEA TITLE I STATISTICS
FISCAL YEAR 1976 [a]

	LOCATION OF TITLE I PROGRAM			
	LOCAL SCHOOL DISTRICT	INSTITUTION FOR NEGLECTED/DELINQUENT	SCHOOL FOR HANDICAPPED	MIGRANT LABORER
FORMULA CHILDREN [b]				
TOTAL - U.S.	[illegible]5,560	45,181	188,078	212,256
WISCONSIN	130,677	963	6,031	2,500
TITLE I ALLOCATION				
TOTAL - U.S.	$1.6 Billion	$27,459,444	$95,800,000	$97,090,476
WISCONSIN	$27,492,761	$ 554,226	$ 2,904,867	$ 721,168
WI CHILDREN SERVED	61,973	635	3,017	4,221
WI AGENCIES OFFERING PROJECTS	388 Local School Districts	5 State Correctional Schools (2 for Adult Offenders, 3 for Juvenile Offenders)	25 Day Care Centers 6 State Institutions 2 State Schools	1 Private Agency 27 Local School Districts
STAFF F.T.E. [c] EMPLOYED				
TEACHERS	1,734.96	15.00	78.00	146.00
AIDES	1,591.21	7.00	67.00	176.00
OTHER	521.33	10.35	61.00	120.00
TOTALS	3,847.50	32.35	206.00	442.00

(a) Reporting period is July 1, 1975 to June 30, 1976 for all except migrant projects which are based on statistics for January 1, 1976 to December 31, 1976.
(b) Number of children counted to allocate Title I funds.
(c) Full-Time Equivalency.

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2. The National Institute of Education, *Evaluating Compensatory Education, An Interim Report on the NIE Compensatory Education Study* (Washington D.C.: Government Printing Office, 1977), p. II-2.

3. *Ibid.*, p. xvi.

4. Department of Health, Education and Welfare, U.S. Office of Education, *Annual Evaluation Report on Programs Administered by the U.S. Office of Education* (Washington D.C.: Capital Publications Inc., 1976), p.84.

5. N. I. E., *op. cit.*, p. xvi.

6. U. S. O. E., *op. cit.*, p. 84: N. I. E., *op. cit.*, p. xvi.

7. N. I. E., *op. cit.*, p. III-24: Nona N. Gamel and others, *E.S.E.A. Title I Reports: Review and Analysis of Past Reports, and Development of a Model Reporting System and Format*, RMC Report UR-294 (California: RMC Research Corporation, 1975), p. 65. (The N.I.E. report is based on the grade level distribution of Title I and other compensatory education students; the RMC report on 13 to 16 state Title I evaluation reports in 1971-1974.)

8. Nona N. Gamel and others, *State E.S.E.A. Title I Reports, and Development of a Model Reporting System and Format, RMC Report UR-294* (California: RMC Research Corporation, 1975), p. 122. (Findings on student needs were based on 8 to 17 state Title I evaluation reports in 1971-1974.)

9. *Ibid.*, p. 89-100. (Findings were based on 6 to 9 state Title I evaluations in 1971-1974.) and *State of Wisconsin Annual Evaluation Report, Title I, ESEA, Fiscal Year 1976* (Wisconsin: Wisconsin Department of Public Instruction, 1977), p. 100.

10. In 1965, the Wisconsin State Legislature established 19 CESA's "to serve educational needs in all areas of Wisconsin and as a convenience for school districts in cooperatively providing to teachers, students, school boards, administrators and others, special educational services including without limitation because of enumeration, such programs as research, special student classes, data collection, processing, and dissemination, in-service programs and liaison between the state and local school districts." (116.01 Laws of Wisconsin) In a recent survey, "53% of the CESA administrators stated that one of the most important areas of success (for CESA's since 1965) has been the administration and coordination of federal education programs." "Federal programs such as ESEA 1 and ESEA III were often mentioned as being particularly

appropriate for multi-district involvement through the CESA Structure." Tom Stefonek, *Cooperative Educational Service Agencies: The CESA Coordinator's Perspective* (Wisconsin, Wisconsin Department of Public Instruction, 1976), p. 1.

11. N.I.E., *op. cit.*, p. xx.

12. Gamel, *op. cit.*, p. 64. (Findings were based on approximately one-third of the state Title I evaluation reports in 1971-1974.)

13. *Wisconsin Statutes*, Chapter 89, Laws of 1973. (Signed August 8, 1973.)

14. Gamel, *op. cit.*, p. 75.

15. N.I.E., *op. cit.*, p. III-21.

16. Gamel, *op. cit.*, p. 100. (Findings were based on 6 to 9 state Title I evaluation reports in 1971-1974.) Thomas C. Thomas and Sol. H. Pelavan, *Patterns in E.S.E.A. Title I Reading Achievement* (California: Stanford Research Institute, 1976), p. iii. (The findings in this report were based on data in 283 state Title I evaluation reports.)

17. Grade equivalent scores have been criticized for relying on interpolated values, yielding misleading findings, and providing inaccurate scores when averaged. Further discussion of grade equivalent scores may be found in: Thomas, *op. cit.*, p. 29 or in: G. Kastin Tallmadge and Donald P. Horst, *A Procedural Guide for Validating Achievement Gains in Educational Projects* (Second Revision) (California: RMC Research Corporation, 1975), p. 74.

18. Thomas, *op. cit.*, p. 34.

19. Department of Health, Education and Welfare, *Guide for Planning Projects for Children in Institutions for Neglected or Delinquent Children* (1976), cited in: U.S.O.E., *op. cit.*, p. 118.

20. Title I, E.S.E.A. FY 1977 Budget Justification cited in: U.S.O.E., *op. cit.*, p. 119.

21. U. S. O. E., *op. cit.*, p. 195.

22. *Ibid.*, p. 113.